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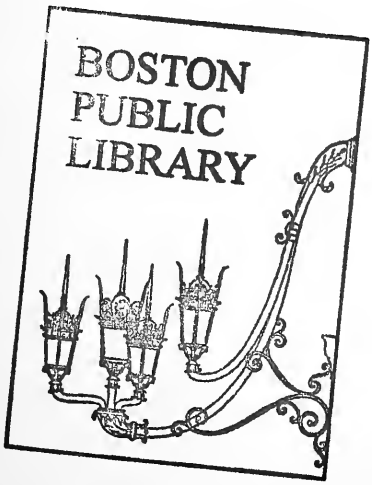
(for staff review only)

ALLEYS AND BACKYARDS IN BOSTON'S SOUTH END

(An Investigation of the Possibilities of an Inner Block Development Program)



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INTRODUCTION

There is little doubt in the minds of interested residents and planners that the alleys and yards of the South End represent the chief external blight in the area. Although not all blocks are alike in the degree to which they are blighted, almost every block contains some of the following elements:

1.) Yards filled with trash, old mattresses, derelict cars or car parts

2.) Overflowing open cans or bags of garbage

3.) Dilapidated wood fences

4.) Unpaved alleys which turn to mud with rainfall

5.) Infrequent and inadequate lighting (in some alleys - no lighting at all)

6.) Odors emanating from trash and garbage, dog droppings and sewers

In a familiar pattern, the presence of a few unpleasant yards makes those in close proximity less usable. In general, the nicer yards are simply clean, probably empty or used only for hanging laundry or storing equipment. The alleys themselves are not only unpleasant because of litter and odors, but are also considered to be extremely unsafe. Particularly where they are in close proximity to the bars along Tremont and Washington Streets and Columbus Avenue, the alleys seem to attract derelicts and drunks. Many residents, including men, will not venture into the alleys even in daylight.

While the interior blocks are now a major blighting influence in the South End, they can also be an important resource in improving the quality of life in the area. In a high density area where there is little

land available for open space the land existing in the interiors of the blocks takes on real significance. The trees and deep yards which are found in many blocks are assets which should be exploited. The purpose of study resulting in this report was to investigate ways of reclaiming the wastelands of the interior blocks for more meaningful use by the residents of the area.

I. THE EXISTING SITUATION

A. The Alleys - (function and condition)

The alleyways in South End inner blocks serve only a limited function. Alleys in thirty residential blocks are too narrow or otherwise unsuitable for vehicular traffic, and even those which have vehicular access have little use. Although theoretically the alleys provide access for emergency vehicles, fire hydrants are located only on the street side-negating this function. Service trucks do not usually enter the alleys, and few alleys have been widened or opened up for regular automobile parking as they have been in the Back Bay. (Cars which are found in South End blocks are generally not in use.) There is some pedestrian traffic in cross alleys, but the long alleys are avoided in favor of the street.

Thus, where refuse collection takes place along the alley (in 35 out of 72 residential blocks) it is almost the sole function which the alley now serves.

The condition and general appearance of the alley portion of South End inner blocks is surprisingly uniform throughout the

area. The only significant difference is between paved and unpaved alleys, of which the unpaved type constitute the majority. (Ten out of all the alleys existing prior to renewal and 8 of the alleys in rehabilitation areas). The dirt alleys are, of course, in worse condition, as lack of paving is complicated by poor drainage to result in deep ruts and mudholes from fall through spring. But even the paved alleys are in poor condition. Two concrete alleys are now broken and uneven. Four other alleys which are cobblestoned are considered to be in poor or very poor condition (Maguire inventory).

The most 'unpleasant' residual characteristic of the alleys is the litter which is strewn about. Broken glass, bits of clothing, paper and garbage are found even in alleys where there is evidence of interest in the yards. In some places it appears that whole bags of refuse have been dumped in the alleyway. Another characteristic common to most alleys is lack of adequate lighting. Light standards are most often old gas standards converted to incandescent fixtures and spaced at intervals of about 100 feet. Cross alleys and non-vehicular alleys may have no lighting at all. The inadequacy of lighting is witnessed by the Maguire recommendations. Lighting improvements to twenty alleys were incorporated in the Loan and Grant budget on the basis of the Maguire inventory, (costs for twelve of these alleys were ruled as ineligible because of the private status of the alleys) and an additional eighteen alleys were

recommended for eventual lighting improvements by Maguire.

B. The Yards - (function and condition)

The most widespread characteristic of South End back yards is that they are at present underused, especially for recreation. In a survey of four blocks - or almost 200 yards - taken in the late summer of 1966, only 28 (or 14%) of the yards gave some evidence (garden, play equipment, furniture) that activity actually takes place in the yard. The largest number of yards (50%) were simply empty but clean, and an additional 36% contained junk, trash or old cars. Very few people were actually seen in the rear yard areas. The survey findings may be somewhat misleading because occasional activity may take place without being evident (e.g. chairs might be carried out from the house for sitting and then returned). However, the general picture is probably fairly accurate.

Instead of being used for recreation activity, most yards have been taken over by housekeeping functions. The single most important function which the yard now serves is as a storage place for garbage and trash. In 35 out of 72 South End blocks, refuse collection is carried on in the interior alley.[1] But even where collection is on the street side, storage of refuse is often in the rear yard.[2]

[1] In 6 blocks, collection is on the street side as well as on the alley. 37 blocks are serviced only from the street.

[2] This pattern is shifting and shall be discussed in a later section.

Although some people have provided for bins or sheds to conceal cans, this is the exception. In most instances, cans stand out in the open, at best lined up against a fence. The effect on the appearance and usefulness of the yard is evident. Yards also serve a kind of housekeeping function as catch-all for discarded equipment of various types. What suburban families put in the cellar for a possible future use, South End families "store" in the rear yard. Hence, the presence of old refrigerators, kitchen cabinets, old tires, etc. Sheds contain any number of household items. Other non recreational functions which rear yards serve in the South End include:

1.) place for dogs to run

2.) place to hang up laundry

3.) place to park a car (at present, mostly cars which are no longer used)

Occasionally, the yard is put to commercial use. For instance, one yard is used by a home business of making prefabricated wooden fences.

C. Reasons for the Existing Situation (the problems)

Many of the reasons for the blight existing in the South End inner blocks are related to the principal function which both alleys and yards serve - refuse disposal. First of all, the system which is used is both sloppy and inefficient, requiring two transfers of waste material and repeated moving around of cans. As the system now works, in most cases, tenants carry

bags of mixed refuse through the house to garbage cans sitting in the yard - a fact which would in itself discourage recreational use of the area. The property owner is responsible for providing an adequate number of garbage cans with tight fitting lids, but observation of cans on collection days reveals that it is unusual to find cans which are not overflowing. Often cans are surrounded by bags and boxes of refuse. On collection days, (2 times a week to Mass. Ave., 1 time in Lower Roxbury) refuse is either carried back through the house to the street (if rear collection is impossible) or is placed unprotected in the alley, where the can is emptied by the collector. Cans are then left in the alley by the collector and must be returned to the yard.

The situation is made worse by the fact that the 100 year old alleys are ill suited to the function of refuse collection. They are, for instance, very narrow. Nineteen of the thirty-five vehicular alleys which are to remain are only 10 feet wide, and another three are 12 feet wide. This means that a garbage truck must squeeze through carefully particularly where, in the cases of the paved alleys, the travel lane is only 8' in width.

The alley is made narrower in effect by the fact that light standards are placed in the alley right-of-way, often in a staggered arrangement. As garbage cans are placed in the alley, and are approximately 2 feet wide in diameter, it is easy to see

that there is simply not enough room in a 10' right-of-way for cans on either side and a standard garbage truck. The result is evident in dented garbage cans, gouged or leaning fences and bent light standards.

Refuse collection is also handicapped by the fact that long alleys are generally at right angles to the cross alleys. Trucks must back and turn repeatedly in order to make the turn. (In some cases, fences are no longer in place, having been knocked down by the trucks.) Where turning movement is impossible at the end of a block, or where a block is dead ended for some other reason, refuse collection trucks must back up the whole length of an alley. Furthermore, as has been noted, most of the alleys are unpaved and poorly drained. The heavy garbage trucks create deep ruts which further upset drainage. Refuse spilled is difficult to retrieve out of mud or dust, and street sweeping measures cannot be used.

Perhaps the most important single reason for the blighted conditions in South End interior blocks is the unclear and divided privileges and responsibilities associated with alleys and backyards. The majority of South End alleys are legally private,[1] owned by the abutters. Therefore, the responsibility for maintenance of the alley technically falls on them. However, there is no mechanism whereby the owners can provide maintenance in more than piecemeal fashion. Furthermore, it is not recognized

[1] Most are strictly private. Two are private with public right to travel.

by most South End property owners that most of the alleys are private. As there is no apparent difference between the function of those alleys which are public and those which are private, the distinction seems to be quite arbitrary. Perhaps in recognition of this, and in the interest of providing better housekeeping service, the City has undertaken a certain amount of responsibility for the maintenance of the private alleys. Supposedly, the Sanitary Division of the Public Works Department cleans private as well as public alleys once a week in the South End. Only those alleys are cleaned which are wide enough to get a truck into. They are cleaned "by hand" - i.e. with rake and shovel. (Evidently, even the paved alleys are cleaned this way, as the Sanitary Division - responsible for this area - has no street sweepers. Back Bay alleys are cleaned by the Highway Division - which does have street sweepers.) There is some disagreement between the community and the Public Works Department as to the frequency of clean up, particularly in winter. (City maintenance might be improved if the city felt that it was completely responsible for the alleys.) The problem of unclear responsibility is also relevant to the condition and use of the backyards. Actually, the question is less one of responsibility for basic maintenance - that is generally considered to be up to the property owners- as one of superficial maintenance and the right to use the yard. In owner occupied structures, the matter is usually fairly clear -

the owner uses the yard. (This is true with lodging houses as well as with single or two or three family dwellings.) In non-owner-occupied structures, there is less certainty. Recent rehabilitation has yielded some ground floor garden apartments where only one family has use of the garden. (Even in these cases only the most conscientious tenant will expend much energy on the care of the yard.) But where no one family has a clear right to use the yard, as is the case in absentee owned lodging houses and apartment buildings, then usually no family or individual uses the yard. This may serve as a partial explanation for the many empty yards in the South End.

Another problem which must, of course, be recognized is indifference, particularly on the part of tenants and absentee landlords. Tenants are never credited with having much concern for the community or property which does not belong to them. Furthermore, a large portion of South End residents are highly transient, and many are of low educational achievement. It is not unknown for South End tenants to throw bags of garbage out of windows into the rear yards. The absentee "slumlords" too, seem to have little concern for the appearance of the neighborhood or their own property. In the survey done in late summer, 1966, the most unpleasant yards coincided with absentee ownership. Unfortunately, the gross indifference on the part of the worst offenders tends to have a negative effect on more conscientious residents. After all, "what difference does it make if I try

to keep my yard nice, if my neighbors throw garbage and junk into their yard?"

Finally, there is the straight forward problem of lack of money and know-how to make the most of the bits of land which are South End yards. It is not an easy matter, for example, to create and sustain a garden in densly shaded, city conditions. Patios are expensive to build, and if done poorly (in concrete for example) can be rather unattractive. Patio furniture and children's play equipment may also require a considerable investment. And, once again, what can be done to hide the ugly garbage cans?

II. RECLAIMING THE INNER BLOCK AREAS FOR OPEN SPACE USE

A. Purposes of an Improvement Program

In consideration of the resource which now exists in South End inner blocks, the present blighted conditions in those areas, and the negative prospect of widespread parking use of yards, a program of improvement is needed to:

1. overcome the existing blight
2. provide more usable open space for the residents of the area
3. serve as a catalyst to an increased sense of community spirit and responsibility

More specifically, the program should:

1. clarify areas of responsibility and privilege and provide a mechanism for maintenance
2. establish a better system for refuse storage and collection
3. organize various types of uses more efficiently and so as to be more compatible.
4. provide incentives and expertise for rehabilitation of property

B. Alternative Approaches

Three alternative approaches have been suggested, over time, for an inner block improvement program.

These are as follows:

1. The major blighting factor - refuse disposal - would be eliminated from the inner blocks in favor of a new

system of front collection. This would make the yards more usable and would reduce the need for maintenance. Alleys could either be left open and private or could be closed entirely and the yards made deeper. There would be no major public expenditure except for lights. Private rehabilitation of yards would be encouraged. A heighborhood or South End wide private organization might be responsible for occasional maintenance - if the alleyway was retained.

2. Refuse collection would remain in the rear but would be facilitated by certain public improvements to the alley and would be associated with improved storage measures. Increased public responsibility would be assumed for maintenance of the alleyway. As in the first approach, encouragement would be given to rehabilitation of private yards.

3. Refuse collection might be either at the front or rear. The principal feature would be that common open space would be developed so as to organize uses more efficiently and to provide more usable recreation space. Ownership of the common space would either be corporate - with the corporation responsible for maintenance - or would be public - with the city responsible for maintenance. (Refer to detailed proposal). Small private yards would be retained and encouragement would be

given for their rehabilitation.

Outlined below are the specific objectives, elements and various considerations involved in programs arising out of the second and third approaches above. Both involve major public expenditures and shall be referred to as a Minimum Improvement Program (related to 2nd approach) and a Comprehensive Improvement Program (3rd approach).

C. Minimum Improvement Program

1. Specific Objectives

-facilitate refuse storage and collection in the rear.
-facilitate cleaning of the alley.
-improve security of properties as well as personal safety.
-improve the appearance and condition of the "public" portion of the inner block to serve as an incentive to private rehabilitation effort.
-make the alleys more usable for pedestrian traffic.

2. Improvements to be Made

-widen alley, where necessary to provide an adequate right-of-way. (The Public Improvements Commission would like at least a 15' right-of-way but this might be negotiated.)

-Provide surface drainage.
-Pave or re-pave alley surface
-Improve lighting in the alley
-(Tentative) replace fences which have to be relocated for extra right-of-way width.
-Provide adequate turning radius for trucks to enter and exit the long alleys from the cross alleys.

3. Amount of Land, Now Privately Owned, Which Would Be Required

-enough from each yard to provide an adequate right-of-way (if a total 15' were required, this would mean 2½ feet from each yard in at least 19 alleys, 1½ feet from each yard in another three alleys.)
-approximately 50 square feet from each of at least two yards at the intersection of the longitudinal and cross alleys.

4. Method of Acquiring Land

-It might be possible to get property owners to donate the land required. Otherwise, the city could "take in easement" the land required.

5. Form of Remuneration

-An agreement should be made with property owners that the improvements to the alley and the consequent increase in the value of the remaining land are sufficient compensation for the loss of land and damage to existing fences. It should be kept in mind that ordinarily, when improvements are made for the first time, or are substantial enough to change the class of the facility, a betterments assessment is levied against abutters. Because this is an urban renewal area, it should be possible to waive this assessment. Therefore, the property owner would be benefitting from improvements which he would ordinarily have to pay for.

If it is judged that additional compensation is required, it might be possible to replace wood fences. (This would also serve to achieve a uniform appearance and lessen the burden of cost to the home-owner.)

In cases where owners lose a corner of their property for truck turning, compensation by improvements may prove insufficient. Acquisition cost might then be computed per square foot for footage in excess of the amount taken from other properties.

6. Legal Mechanisms Involved

As there are only five major public alleys among the vehicular alleys and footways requiring minimum improvement,[1] and as the federal government has refused to pay for improvements to private alleys, it is necessary to change the status of the other alleys and footways from "private" to "public" in order to use urban renewal funds. This might be done by getting the Public Improvements Commission of the Public Works Department to accept the alleys as public ways. The procedures which normally accompany such a step are as follows:

> "the process is begun by a petition of abutting landowners. A preliminary hearing may be held to determine whether the request merits the engineering studies.

[1] This includes 14 alleys which will be funded as being "adjacent to new construction." "Six of these are only cross alleys."

"hen these are in, the petition is heard on its merits, and the Commission decides in favor or against."[2]

On the advice of the BRA, and because urban renewal funds would be paying for the engineering studies as well as the improvements, it is possible that the preliminary hearing might be eliminated.

The acquisition of property required for the widening of the alley right-of-way would probably follow the acceptance of the existing way.

The staging of procedures would probably be as follows:

1. Petition (with BRA sponsorship)
2. Hearing (engineering work done)
3. Acceptance by Public Improvements Commission (with promise of BRA)
4. Time lag while application to URA
5. Taking of additional land by City (with deeds executed)
6. Improvements made - UR funds
7. City assumes maintenance.

7. Estimated Cost of Program

(see figure 1 for itemized costs)

Minimum improvements for 35* vehicular alleys (average cost per alley - $20,900)	$ 732,300**
Minimum improvements for 14 non-vehicular alleys (average cost per alley - $10,500)	$ 146,900
Sub-Total (including profit & contingencies)	$ 879,200
Replaced fences in 22 alleys where fences are part of an improved refuse storage system.	$ 110,000
TOTAL COST	$ 989,200

[2] Paul Bracciotti memo, dated March 2, 1967 - "Opening Public Alleys".

* It is possible that some blocks which now have non-vehicular alleys might request that the alley be widened for vehicular traffic, thus the total could be more than 35.

** All figures include contingencies.

8. Possible Sources of Funds for Program:

South End Budget

Items directly applicable to inner block improvements:

a) Money approved by HUD $ 118,503

Item 1 - Paving	59,580	
Lighting	43,024	
Item 2 - Storm drains	15,899	
Total	118,503	

b) Money disqualified by HUD (because alleys listed as private), but possibly reclaimable if status of alleys changed. $ 112,685

Item 1 - Paving	13,709	
Lighting	76,812	
Item 2 - Storm drains	22,164	
Total	112,685	

c) Items originally left out of R-224 but recommended by Maguire to be included in amendatory budget. (acceptance not assured - especially due to Vietnam situation). $. 195,132

Other sources in the South End Budget:

a) The original project budget also contained $590,000 which, despite the language of identification (site improvements for 221 (d)(3) housing), was intended in large part for improvements to the alleys. This item was disqualified "at this time, because no supporting documents have been submitted with this application". It is doubtful that this could be reclaimed for alley improvements.

b) City of Boston credits for "Public or Supporting Facilities" to be allocated for field houses and playground improvements total $500,000 and are provisionally accepted by HUD, pending justification. It would be difficult to use this source because
   - the credits are meant for existing playgrounds
   - the South end parks budget is inadequate, and has first call on the city share.

c) Contingencies provided in the approved budget total $2,602,665. Expenditures to date and projected needs leave approximately $1,500,000. For use in inner block improvements, the required amounts could be transferred to line items with HUD approval. However, it should be remembered that unexpected expenses as well as increases in anticipated costs will draw heavily on this source.

9. Funding Summary - Minimum Program

Cost of Minimum Improvements for:

35 Vehicular alleys
14 Non-vehicular alleys - (including replaced fences)

(including contingencies . . .		$989,200
Less approved budget items related to those alleys	$118,500	870,700
Less reinstated budget items	112,690	758,010
Less supplemental budget items	195,130	562,880
Deficit or remaining cost		562,880

Deficit could be covered by transferring money from contingencies.

10. Maintenance

When a way is declared a public alley, it is considered a first class street and is maintained as such by the City. If some blocks were to develop a common space in the inner area (see Comprehensive Improvement Program) and an organization were formed to hold title to that land and maintain it, it might be possible to arrange with the city that the same group serve as sub-contractor for the maintenance of South End public alleys as well.[1] The direct involvement of the community with the maintenance mechanism should improve the services provided.

[1] It is already the case that responsibility for maintenance of alleys is divided by districts.

11. Strengths of This Program

At the present time, there seems to be fairly strong opinion in the South End that refuse collection should be at the rear of the houses. This is probably due in part to the fact that people prefer to have a place outdoors where garbage can be placed prior to collection days, and in part to the fact that they do not want to see garbage cans on the street. Although a new front collection system might be able to partially satisfy one or both of these requirements, rear collection does satisfy them. The program has the advantage that it works with a system which is already in existence and which has the support of the area's residents.

In comparison to a more comprehensive approach, the minimum improvement program offers a fairly clear cut division between areas of public and private responsibility. It is undoubtedly an easier program to carry out in terms of:

-getting community support
-funding the program
-providing for maintenance
-designing and constructing improvements.

There is also less risk involved for both the public agencies and property owners. The rather limited objectives could probably be achieved.

12. Weaknesses of the Program

This solution does not begin to approach an optimum use of the inner block area. First, while public improvements and rehabilitation assistance may provide incentive to improve yards for the use of the owner or ground floor tenant, no substantial contribution is made to the problem of making inner block open space usable for most occupants of multi-family dwellings. Yards are still likely to be used either by one family or none.

Second, the program could actually have a negative effect on the usefulness of the inner block for open space in that paving could encourage the infiltration of cars into backyards.

Eventually, if present rehabilitation trends continue and ground floor apartments with no through access prevent upstairs tenants from depositing refuse at the rear of the house, collection of most refuse will have to be on the street front. If this is the case, it is difficult to justify spending large sums of money aimed primarily at improving rear collection. *

* Thus, if this program is undertaken, it should be associated with an effort on the part of the rehabilitation staff to encourage property owners to: (a) provide access through the building to the rear, or (b) provide some other suitable way of getting refuse from the apartment to the rear collection station.

D. Comprehensive Program

1. Specific Objectives

-Make better use of existing space by organizing a variety of uses in such a way as to be compatible and to be a more efficient use of the land.
-Increase the amount of usable open space in the inner blocks.
-Provide a focus of neighborhood attention which can serve as a catalyst to private rehabilitation effort.

2. Improvements to be Made

-Provide surface drainage
-Provide adequate lighting
-Provide in some or all a strip of land for common use facilities of the following types-:
(depending on individual block plans)
sitting and passive games areas
play areas for small children
parking
landscaped areas

3. Amount of land now privately owned, which would be required.

-At least ten feet from each yard.

4. Method of Acquiring Land

a) For an initial period of from 3 to 5 years, the BRA would lease the necessary portion of land from the property owners. If, at the end of the leasehold, the property owners decided that they liked the common space and wanted to perpetuate it, the BRA would acquire by eminent domain[1] the privately owned portions of the commonspace. This land would then be transferred by the Authority to a trust or corporation in which the above property owners would be shareholders.

[1] Such taking is provided for under Chapter IV, Section 403: "Special Conditions" of the Urban Renewal Plan as follows: "In the case of an area between the backs of buildings or in the interior of blocks, property not designated for acquisition may also be acquired to permit the development and execution of plans which will eliminate and discourage physical deficiencies, the return of blighted or blighting conditions, and contribute, insofar as the area is adaptable to such purposes, towards solutions of deficiencies detrimental to the health, safety, sanitation and general welfare of its residents."

5. Form of Remuneration

The initial lease might be acquired for a token amount - say $1.00 per property. If, at the termination of the lease, the property owners were willing to relinquish title to the severed portions of their land, they would receive shares in the corporation as follows: the shares would be "designated as issued with respect to one of the particular parcels of real estate from which a backyard is severed pursuant to the plan. The number of shares designated and issued with respect to each such parcel would depend on the size of the severed portion. Each share would be transferrable only upon transfer of the parcel with respect to which it was issued, and each holder would be compelled by the terms of the issuance to surrender his shares to the Association upon conveying the parcel with respect to which the shares were issued. The Association would be compelled to re-issue the shares to the new owner without consideration."[1]

The property owners would also receive, in consideration of the severance of land, a perpetual easement, running with the land, to use all of the commonspace on the block. (This might be granted with a right of reversion to the Association in the event of failure to pay assessments on the shares or of repeated violations of the rules of use of the land).[2]

6. Legal Mechanisms Involved

a) As in the minimum improvement program it is desirable that the alleys or footways[3] are "public" so as to be eligible for public expenditure. The procedure for changing the status of private alleys would be the same as indicated above. i.e. a petition sponsored by the BRA would be submitted and a hearing would be held on the opening of the alley.

b) Leases would have to be negotiated with each owner prior to development. In the event of acquisition at termination of the leasehold, separate deeds would have to be arranged.

[1] David Wylie Memo "Alleys and Backyards" January 4, 1965.

[2] Ibid.

[3] Mr. Frederick Garvin, Engineer for the Public Improvements Commission has indicated that the city may be willing to accept as public even those ways which are restricted to pedestrian traffic or to emergency and garbage collection vehicles. He suggests that these be designated as a separate category, such as "public mall" or "esplanade".

7. Estimated Cost of Program

Due to the variability of treatment which is possible and the different conditions to be found in the various blocks, definitive cost estimates are not possible at this time. The following estimates were based on a sketch proposal for a typical block. (See accompanying plan diagram and figure 2 "Itemized Development Costs for Tremont Block").

-Average estimated cost per vehicular alley beyond basic (minimum) improvements (see figure 2)	$ 24,000
-Average estimated cost per non-vehicular alley beyond minimum improvements[1]	$ 13,000

Maximum Cost of Comprehensive Program

-Comprehensive improvements above basic improvements in all 20 blocks[2] with vehicular alleys which are suitable for reorganization. ($24,000 each)	$480,000
-Comprehensive improvements above basic improvements in 14 blocks with non-vehicular alleys ($13,000 each)	$182,000
Sub-total	$662,000
-Basic improvements to 35 vehicular and 14 non-vehicular alleys	$880,000
Total Maximum Cost	$1,542,000

High Estimate of Comprehensive Program

Comprehensive improvements above basic improvements in 10 blocks with vehicular alleys ($24,000 ea.)	$240,000
Comprehensive improvements above basic improvements in 5 blocks with non-vehicular alleys ($13,000 ea.)	$ 65,000
Sub-total	$305,000
Basic improvements to 35 vehicular alleys and 14 non-vehicular alleys	$880.000
Total Cost	$1,185.000

[1] Achieved by subtracting items related to parking and play areas.

[2] It is highly unlikely that all 20 blocks suitable to the program would use it.

8. Possible Sources of Funds for Program

Immediate (Demonstration Block)
(see Minimum Improvement Program, above, for South End Budget sources of funds for basic improvements)

a. Urban Renewal Demonstrant Grant Program
(authorized under Section 314, Housing Act of 1954, as amended).

Purpose: "to develop and test innovative methods and techniques for renewing and improving cities generally, and particularly the neighborhoods in which people live."

Coverage: up to 2/3 of cost of carrying out a demonstration, and full cost of writing and publishing a report.

Limitations: priorities based on relative urgency of proposed projects and the extent to which methods or techniques developed can be duplicated elsewhere.

feasibility of use for inner block program - seems a reasonably good source for one or two demonstration blocks.

b. Title VII Demonstration Grant Authority
(authorized under Section 708C. Housing Act of 1961, as amended)

Purpose: to develop and demonstrate new and improved methods and materials for use in carrying out the purposes of the Title. (Includes historic preservation, open space acquisition and development, and urban beautification).

Coverage: up to 90% of costs.

Limitations: total authorization for the demonstration provisions is $10 million. Ordinarily, not more than one million dollars is appropriated during any one fiscal year. Thus only a few major projects can be undertaken during any one year. Priority is given to those projects which contribute most significantly, and which have the broadest applicability for other communities.

feasibility for use in inner block program - the limited funds available makes this a questionable source. However, it is possible that some money might be available for a demonstration block.

c. Private Sources

There are a number of foundations which support broad purpose programs

and which might be called upon for financial assistance. Perhaps the foundation having the highest potential in Massachusetts is the Godfrey M. Hyams Trust, which specificall states interest in neighborhood social centers and recreation and makes grants totalling $1,192,704.

A list of 21 Massachusetts foundations which might be explored is included in the Appendix. With two exceptions, these foundations have the following characteristics:

1. Assets of $1 million or over
2. Grants of $50,000 or over
3. Generally broad purpose programs

Long Run

a. Amendatory Budget

It may be possible to ask for additional money for the inner block program. This is at present discouraged due to shortage of federal funds.

b. Open Space Land Program (section 702 of Title VII, Housing Act of 1961, as amended)

Purpose: to assist states and LPA's to finance acquisition or other permanent interest in land to be used as open space, and to develop land acquired under this title.
Coverage: up to 50% of costs relating to acquisition and development of land for open space purposes.
Limitations: proposed development must be needed in order to carry out a unified program for the provision and development of open space plan.
Feasibility. of use for inner block program: questionable, because of limitation stated above.

c. Urban Beautification Program (Section 706 of Title VII, Housing Act of 1961, as amended)

Purpose: to assist public and private efforts for greater use of open space and other public land in urban areas.
Coverage: up to 50% of expenditures made by a Public Body for beautification activities which exceed average annual expenditures for comparable activities.
Limitations: cost of activities for which Federal assistance is available under any other program (i.e. Urban Renewal) are ineligible.
Feasibility: of use for inner block program: not good because of limitation stated above.

d. Model Cities Program - Demonstration Cities and Metropolitan Development Act, 1966.
(program to assist comprehensive efforts to improve the urban environment.)

Problem: South End eliminated from program area.

e. Private Foundations - see item C above under "Immediate". It is possible that a foundation or foundations could be involved in duplicating methods carried out in the first demonstration blocks.

9. Funding Summary - Comprehensive Program (Long Run)

Cost of Minimum Improvements (excl. fences) for:

35 Vehicular Alleys
14 Non-Vehicular Alleys
(including contingencies) 880,000

Plus Additional Improvements to

10 Vehicular Alleys (@ 24,000)
5 Non-Vehicular Alleys (@ 13,000)
(including contingencies) 305,000

Total Cost 1,185,000

Less approved budget items 118,500 1,066,500

Less reinstated budget items 112,690 953,810

Less supplemental budget items 195,130 758,680

Deficit or remaining cost 758,680

(Less assumed Demonstration grants for two blocks 50,000) 708,680

Use 709,000

It might be possible to make reapplication for demonstration grants for additional blocks but this is not assured. Foundations may provide some money to continue the improvement program. However it is likely that the primary source for the program would have to be an amended budget.

10. Maintenance

During the initial period of the leasehold, the BRA might share the responsibility for maintenance with the City. (as the space would be "public", and as city assistance would later be needed for maintenance, a lapse in city responsibility should not be encouraged.)

On the basis of 15 inner block parks to be completed as follows:

One demonstration the first year	(4 year lease)
Four additional blocks the following year	(3 year lease)
Five additional blocks the third year	(3 year lease)
Five additional blocks the fourth year	(3 year lease)

the total maintenance cose over a six year period would be approximately $100,400 (see estimates of ongoing expenses, figures 3 and 4). If the city's share were $700 per year, per alley, the cost burden would be approximately $31,500, City of Boston, 79,000, BRA.

At the termination of the leasehold and the transfer of title to the association, the association would take over responsibility for maintenance. On the basis of the schedule above, and assuming all blocks were interested, five blocks would be transferred at the end of the fourth year into the program. Five additional blocks would come under association maintenance in each of the next two consecutive years.

If the association were S.E.F.C.O. (South End Federation of Citizens Organizations) or some other multi-purpose organization,the arrangement might be as follows:

> a salaried member of the staff would be responsible for directing and administering maintenance of the inner block parks. While the number was fairly small - five to ten - only a portion of his time would be required. (He might also direct maintenance and programs for small neighborhood parks which could be owned by the association.) Thus only a portion of the directors' salary would initially be provided by the inner block maintenance budget. Responsible to this staff person would be the crew or crews necessary to carry out the maintenance.

Maintenance by the association would be funded in several ways. It is hoped that the first costs of maintenance could be covered by a foundation grant or private donation. In addition, it is expected

that an arrangement could be made whereby the association would serve as sub-contractor to the city's Public Works Department and thereby receive subsidy from that agency. Additional on-going maintenance would be paid for through annual assessments levied on property owners by the association. These assessments unadjusted for city subsidization would be about $45.00 per year. With a $700.00 city subsidy for each alley the assessment would be about $30.00 (figure 3).

11. Implications for Property Values

It is unlikely that there would be any diminution of property value as a result of land being severed. Land not taken should increase in value, "both as a result of general upgrading and because the easement granted would be a real property right of demonstrable value."[1] Thus, there might be no reduction in the total assessed value of the block and consequently no reduction in city revenues.

However, a problem exists in the fact that a reassessment would be necessary. If it were assured that the assessed valuation of a property would remain stable, it might be possible to convince property owners that land lost was worth improvements gained. But if, as is likely to be the case in a rehabilitation area, the assessed value were to be increased because of other factors, property owners could experience a real hardship. In effect, they would be paying to have land taken from them.

12. Implications for Zoning

Severance of a portion of lots for inner block development would mean that in many cases these lots would no longer satisfy open space and parking requirements of the existing zoning code. It has been suggested, however, that zoning variances "would almost surely be be granted"[2] by the Board of Appeal for the first block or blocks, and later the zoning code could be amended to permit common open space for common parking. (see appendix for Weismantel analysis and recommendations.)

13. Problems Related to Physical Characteristics of South End Blocks

Development of commonspace in the inner block will be hindered in some instances by certain physical problems. First, there is occasionally a difference in grade between alley and yards. This means that the grade of the alley must be lowered in development of commonspace. Although there was originally some question as to whether sewer pipes or other conduits run through the raised portion of the alley, this seems not to be the case. However, grade reduction of the alley could cause problems with drainage and adds to the cost of development.

Another problem which exists is that oil tanks are sometimes found either exposed or in sheds at the rear of the property. Moving these

[1] D. Wylie memo January 4, 1965.

[2] Wm. Weismantel memo "Zoning for Common Parking and Common Open Space Within Block Interiors" - dated January 5, 1967.

tanks out of the way of the inner block park or indoors could prove troublesome and expensive.

Because sewer conduits are located in most of the alleys appropriate to commonspace treatment, a problem exists in staging improvements to sewers in relation to the inner block improvement program.[1] In many instances no specification has been made as to when sewers are to be repaired. But it is important that open space improvements, once made, do not have to be dug up again.

A most important problem for the development of commonspace in the inner blocks is that access to the inner block area is limited. The interiors of the long, narrow blocks are not generally accessible directly from the street except by alleys at the ends of the blocks. This means that residents must either pass through the house or walk to the end of the block and through the end alley to reach the inner block area. Although this appears to be reasonable, a problem exists in the fact that increasingly in South End houses, access through the house to the rear yard is being restricted by new basement apartments.[2] Yet, use of open space in the inner blocks, particularly by those groups for whom such space is especially appropriate - elderly persons and young tots - depends on reasonably easy access.

14. Strengths of this Program

The principle strength of this solution is that more than any other alternative, it makes efficient use of land which is now wasted. Of prime importance is the contribution which the program can make of usable open space. If inner block parks were to be developed in twenty blocks with vehicular alleys and fourteen blocks with non-vehicular alleys, a total of 5 acres of open space would be gained,[3] at an average of about 1/5 of an acre each. In a highly dense area which now has 22 acres of open space, this addition is significant. It is important that this is neighborhood open space, protected and semi-private, and close to the dwellings. It is of particular value for tenants of multi-family dwellings and for elderly persons and small children. These are the groups which are least served by a reliance on the extremes of private yards and major parks and playgrounds. These are also the groups who will continue to make up a large proportion of the South End population.

[1] This problem exists with the minimum as well as comprehensive improvement program.

[2] Owners are reluctant to use valuable space as a passageway, and where a duplex is involved, provision of access would mean a double set of stairs.

[3] In the case of 10 vehicular and 5 non-vehicular alleys, approximately 2¼ acres of open space would be made available.

Another strength of the Comprehensive Improvement program is that it presents a means of providing off-street parking in such a way that parking and recreation uses of the inner block area are compatible. Whereas the Minimum Program makes it easier to bring cars into yards, destroying the usefulness of that space for recreation, this solution controls and limits parking.

Finally, the comprehensive approach should serve as a dramatic thrust for neighborhood improvement, as well as private rehabilitation efforts. The change from blighted alleys and yards to attractive and useful commonspace should be dramatic enough to have a strong catalytic effect. Neighborhood participation and corporate ownership should have a beneficial effect not only on the use and condition of the inner block parks, but on the social well being of the neighborhood itself.

15. Weaknesses of the Program

The program would not be an easy one to effect. As has been pointed out, there are problems involved at almost every step. There are unclear or overlapping areas of responsibility which could prove difficult, and there is an element of risk involved for both property owners and public agencies. One other weakness in the basic approach is that it does not reflect the desires of the owner occupant who wishes to reserve the entire yard for his own use. The desire is legitimate, yet to allow this person to deviate is to open the door to dissent. Public and private interests are somewhat at odds in this solution.

E. Relationship of an Inner Block Improvement Program to Private Rehabilitation

With either program, successful improvement of the inner block areas will depend substantially on the private rehabilitation of individual yards. For even with the comprehensive program, the attractiveness and usefulness of a common open space area will be either enhanced or negated by the appearance of the private yards which remain. Therefore, strong efforts must be made to provide assistance for private rehabilitation of yards, and to ensure that yards are treated in an appropriate and attractive manner. Some of the means available are as follows:

1. Assistance in planning backyard improvements:

   Through the rehabilitation staff, perhaps with the help of a brochure, information could be provided on appropriate landscape materials, inexpensive but attractive patios and (if not included in public improvements) ways of concealing garbage cans.[1] Typical plans of different sized yards indicating various treatments would also be of help to owners. Taken a step further, BRA could provide detailed plans and cost estimates of work for submission for financing approval.

2. Assistance in financing backyard improvements. In addition to providing plans and estimates (above), BRA could provide assistance in negotiating FHA home improvement loans either for individuals or groups.

3. Enforcement of a revised code:
   the rehabilitation code used in the South End could

[1]Included here might be suggestions as to how parking might be provided for attractively - perhaps as a second use for a patio - where comprehensive treatment is not attempted.

be revised so as to raise the standards of yards and yard maintenance with regard to:

a. height and condition of fences
b. storage of garbage
c. drainage provisions
d. sheds or out-buildings

Depending on the direction which is finally taken in making public improvements, additional efforts could be made involving joint BRA-community involvement. For instance, if public improvements were to be confined to the alley, the Just-a-Start program might be brought in to remove and replace fences, and/or to build garbage storage units.

A demonstration of backyard rehabilitation might serve to generate interest in yard improvement as well as to show property owners suitable and inexpensive ways of utilizing yard space. This might be carried out entirely by the BRA, on BRA owned land, or on the property of a non-profit sponsor by Just-a-Start and BRA.

F. Relationship to New Refuse Disposal Techniques.

As has been noted, the present system of refuse collection is one of the major contributing factors to the blighted conditions in South End alleys and backyards. No program of improvement which does not correct methods of refuse disposal can fully succeed in reclaiming the inner block areas.

A detailed study of specific methods of collection was not within the scope of this study, especially as consideration of solutions appropriate to the South End must be made within the framework of Boston and possibly the metropolitan area. The alternatives presented here suggest that an approach be taken whereby collection is either at the front or rear of the dwellings, and that an improved mechanism for refuse disposal be initiated. Several alternative methods have been suggested in the appendix "Refuse Disposal Demonstration," but these are fairly conservative techniques owing to limited knowledge and general cautiousness. More radical solutions should probably be considered.[1]

[1]Such solutions might eliminate the problem of refuse collection in the alley, and provide greater flexibility in utilizing the inner block areas.

III. STATUS OF THE INNER BLOCK IMPROVEMENT EFFORT

A. History of Interest in Inner Block Improvement, and the Search For a Demonstration Block

It is difficult to establish at exactly what point interest was first generated in a comprehensive treatment of South End inner block space. Evidently, some design work was done on inner block development by Jan Wampler, working under Project Director Russ Traunstein. Wampler's schemes seem to have relied on individual voluntary submission of portions of rear yards, which would be treated as a continuous open space thread through the block. In January, 1965 South End Legal Officer David Wylie outlined, for what appears to be the first time, a proposal whereby development of common open space in the interior of the blocks would be associated with ownership and management by a trust or non-profit corporation of property owners.

Design studies related to this proposal were done by George Stephens in July of '65. The same month, a rehabilitation conference in Minneapolis stirred some BRA staff interest in the Harlem Park, Baltimore, Inner Block Program. The climate of opinion was that the comprehensive program should at least be tried as a demonstration in one or two South End blocks. However, it was felt that nothing could be done previous to project execution, and staff time during the summer and fall of the year were occupied with public hearings. In November, David Myers, Project Planning Officer of the South End, suggested five blocks

for study. These blocks were:

1. Block between W. Canton and Holyoke Streets, Columbus Avenue and Carleton Street

2. Union Park

3. FRANI Block (Appleton St. to Warren Ave., Clarendon St. and Dartmouth St.)

4. Pilot Block (W. Brookline and Pembroke Sts., Warren Ave. to Tremont)

5. Greenwich St. Block (Greenwich St. and Windsor, Warwich and Westminster Sts.)

The latter three were noted because they had long been considered as (and promised to be) pilot or demonstration rehabilitation blocks. Union Park was included because the residents had already been working on a plan for the block. The Holyoke, W. Canton block appeared to have social and physical characteristics particularly suited to block improvement.

In the ensuing months, further discussion took place as to which block or blocks should be selected for a demonstration and the criteria for their selection. The three blocks which had been given commitments (FRAN I, Pilot and Greenwich) posed problems - first, because none were physically "typical" or well-suited to the kind of scheme envisioned. Second, the FRANI and Pilot blocks had many middle class owner occupants - who were expected to resist any "giving up" of property. Additional blocks were considered including one between W. Newton St. and Rutland Square. After much speculation, it was finally decided that the only way to find out whether any South End blocks would be receptive to a

demonstration of major change was to take the proposals to various types of blocks and elicit reaction.

In mid-September, 1966 meeting of project staff it was generally agreed that the following approach would be taken:

> Six or seven blocks having dimensions suitable to a major reorganization and common treatment, and differing in social characteristics, would be contacted. At a meeting with block residents, it would be explained that the B.R.A. was trying to initiate a demonstration program to show what can be done with the area between the backs of buildings. The possibilities, as well as the problems, were to be cited - with specific reference to the situation existing in the block under discussion. It would be noted that only one or two blocks could be selected for the demonstration, but that at a later date, funds would be available for paving and lighting the alleys. The block would be asked to consider whether it would be interested in being one of the pilot blocks.

The blocks to be contacted were selected from sub-areas of fairly similar physical and social characteristics. (see map for sub-areas and blocks). Included among the blocks were the original three - FRANI, Pilot and Greenwich St., and it was felt that these three blocks should be contacted first.

B. Results, to Date, of Contact With The Target Blocks

1. FRANI

> A meeting was held, November 9, 1966 to discuss a plan for the neighborhood. The neighborhood association had drawn up the plan, calling for the paving and lighting of the alleys. It is clear from the tone of this discussion and subsequent discussions that the neighborhood has no interest in trying a common development scheme even on a trial basis. In fact, recent suggestions have come from the block that the alley be closed entirely and the yards made deeper.

2. Pilot Block

Early in December, a meeting was held with Pilot Block Neighborhood Association to discuss the possible alternatives for inner block improvement. A month later, a letter dated January 20, 1967 was received from the chairman of Pilot Block Planning Committee stating that the committee had rejected the BRA's proposal to consider provision of some common space. The letter reaffirmed neighborhood concern for improvements to lighting, drainage and surfacing.

3. Greenwich Street

Three meetings were held with residents of the Greenwich Street area during the months of December through February on the subject inner block improvement. A plan was prepared and submitted to the residents attending the meetings. In general, reaction was favorable to the plan until the third meeting. At that time, the question was raised whether it was not too early to start thinking about back-yards. Interior rehabilitation was just beginning, and the BRA had not as yet demonstrated its good faith by putting in housing. (The selection of a developer had not yet taken place.) The result was that interested leaders and others backed down for the present, requesting that the BRA continue planning for a future date.

4. Worcester Square Block

Following in the same pattern as the FRANI and Pilot Blocks, the Worcester Square group listened at a March meeting to the possibilities available and then indicated that they were interested only in paving, drainage and lighting.

5. Tremont Block

Although two meetings with the Tremont Street neighborhood association failed to bring out many owners of property in the block under study, those present at the meeting were not entirely hostile to the idea of trying a comprehensive scheme as a kind of experiment. Conversation with the owner of nine properties in the block

revealed that we would have his support. Furthermore, discussion with a prominent minister who is a resident of the block and whose church is also located there suggested that he was whole-heartedly in favor of the proposal. These positive notes are counteracted however, by the fact that at an April meeting with the minister and his neighbors, the general reaction was fairly negative. The group agreed to consider the proposal and meet with us again, but no further contact has been made.

C. Problems Encountered During Contact With the Community - Implications For an Inner Block Program

Perhaps the most troublesome problem met during contact with the South End community has been underlying suspicion of the BRA by area residents. This is probably due in part to basic distrust of public agencies, but may also be related to recent conflicts unrelated to the inner block program. As was found in the Greenwich Street area, residents expect rapid progress, and grow impatient while processes take place which are not evident on the ground. Unfortunately, home owners seem to see inner block improvements as an "extra" required of them, and resent this when they see no results of BRA effort.

Another basic problem which faces the comprehensive program is that home owners - at least owner occupants - are loathe to give up any of their yards. Recent psychological theory suggests that there is a "territorial instinct" motivating people - a theory that bodes ill for the program in question. It is true that people have welcomed common space when they have bought property where it already existed. But there is scant evidence of common space developed from land already in private ownership.[1]

[1] In Harlem Pk., Baltimore, some land was taken by eminent domain to form the inner block park in the Demonstration Block, but in most blocks, portions of rear yards were not acquired.

There has also been difficulty in getting people to conceptualize a reorganized inner block. The concept of "alley" seems to be very strong, and people have difficulty envisioning how an alley can ever be an attractive linear park. Initial attempts at showing residents "components" which might be put into the inner block space failed utterly. Architects sketches have helped somewhat. Residents are also concerned that the kind of people who live in the area might misuse the parks. They specifically referred to "bums" and to the kind of tenants who throw garbage out of the window. Finally, there has been difficulty in getting property owners to attend meetings on the subject of inner block improvements. Bad weather and faulty communications may account in part for limited attendance, but there also must be a problem of indifference. Furthermore, it was discovered at several meetings of neighborhood associations that only a few people in attendance own property in the block under consideration.

The problem of reluctance to "give up" property was not really unexpected. It is not particularly surprising that negative reaction to a comprehensive program was met in the FRANI and Pilot blocks. First, these blocks have relatively small yards and are therefore not well suited to a reorganization of space. Second, these are blocks where there are many owner occupants who have a high degree of personal interest in their property. It may be that where yards belonging to owner occupants are very

large or too small to use as they are (and if people can be convinced that they are not losing property), then there may be some chance of achieving a common space treatment.

In general, however, the response of the blocks contacted suggests that the comprehensive approach should be directed at the situations where it is most needed - in high density blocks with a high rate of absentee ownership.[1]

D. The Prospects

Owner occupants - middle class or otherwise - can be expected to make some improvement to the yards as part of the rehabilitation process. Although many of these improvements will be geared to increasing the leisure time use and attractiveness of the yards, there is evidence that yards will be used at least part of the time for car parking.[2]

Few absentee owners, particularly those of multiple family dwellings, can be expected to make major improvements to the yards for esthetic or recreation purposes-unless, in buildings aimed at middle class occupancy, landlords see economic benefit to be gained from a garden or patio. For the time being, yards will probably remain unused. However, it is likely that as pressure for parking increases, the absentee landlord will see how easy it is to make the land income producing by converting it to parking spaces. Thus, it is very

[1] This situation will, of course, bring with it increased maintenance problems.

[2] In some blocks, middle class newcomers are moving fences back 3' to allow for turning, and are putting in a brick patio which can double as a parking space.

possible that in those areas which are largely multi-family and absentee-owned, the private portion of the inner blocks will become treeless stretches of asphalt pavement.

Without a campaign to convince South Enders that garbage collection can be neater and more efficient on the street front, and an actual change in the techniques of storage and collection, strong community sentiment will probably mean a retention of rear collection. Thus, this factor will continue to have a negative influence on the appearance of the alleyway.

IV. RECOMMENDATIONS

In the interests of finding the most appropriate solution or solutions to the problems of the inner block areas, it is recommended that the following steps be taken:

1) First, a determination should be made as to the desirable location for and type of refuse disposal. This should be based on a brief but intensive look at what rehabilitation trends are with regard to rear yard accessibility, and at solutions other than those suggested in Appendix. [1]

2) A demonstration of the desired method of refuse disposal should be initiated.

3) If the desirable method of disposal involves collection from the alley, then there should be a follow-through with minimum inprovements in the three "pilot" blocks which have requested these improvements. If, on the other hand, it is felt that refuse collection should take place on the street, then minimum improvements should be forestalled until the refuse disposal demonstration has been tried.

4) In either case, the search for a demonstration block for comprehensive treatment should continue as part of sub-area planning and development. Each block should be made familiar with the alternatives available. (if rear collection is found to be undesirable, then minimum improvements would not need to include paving.)[2]

5) In the meantime, a brochure should be prepared to generate interest in and supply information for those ready to undertake yard rehabilitation.

[1] It is the opinion of the author that a technique such as papercan bags or plastic liners should be adopted to serve as a stopgap until there is a major breakthrough in technology. Front collection should be encouraged.

[2] It would probably be wise, in this case, to get favorable response to the new disposal system before presenting alternatives for inner block improvement. This should reduce complaints that paving had been promised and then dropped, and could mitigate the concept of the alley as it exists.

APPENDIX

Figure 1

SUMMARY - MINIMUM IMPROVEMENTS

VEHICULAR & NON-VEHICULAR ALLEYS

I. Vehicular Alleys (35)

ITEM	COST		AMOUNT BUDGETED	DISALLOWED	I-3	REMAINING COST
Paving & Curbing 10' R.o.W.; sidewalks	Cost	274,458	49,240	11,330	39,877	
	+21%	332,094	59,580	13,709	48,251	210,554
Lighting	Cost	170,442	41,772	48,005	75,170	
	+21%	206,235	43,024	58,086	90,956	14,169
Storm Drainage	Cost	160,306	13,140	18,317	23,049	
	+21%	193,970	15,899	22,164	27,889	128,018
Sub-total (Incl. 21%)		732,299	118,503	93,959	167,096	352,741

II. Non-Vehicular Alleys (14)

ITEM	COST		AMOUNT BUDGETED	DISALLOWED	I-3	REMAINING COST
Paving Walkway	Cost	22,083	-0-	-0-	-0-	-0-
	+21%	26,720				26,720
Lighting	Cost	50,371	-0-	15,476	23,170	
	+21%	60,949		18,726	28,036	14,187
Storm Drainage	Cost	48,980	-0-	-0-	-0-	
	+21%	59,266				59,266
Sub-total		146,935		18,726	28,036	100,173
TOTAL		879,234	118,503	112,685	195,132	452,914

MINIMUM IMPROVEMENTS

I. Vehicular Alleys

Block No.	10' R.o.W. Paving and Curbing @ $6.00/Sq. Yd. & $1.00/Ln. Ft.	Two 2' Wide Sidewalks @ $6.15/Sq.Yd.	Lighting	Storm Drainage	Total
1	7,246	270	6,120	11,550	25,186
2	10,300	2,320	5,330	14,700	32,650
3	7,840	1,500	3,310	4,820	17,470
4	12,420	2,200	6,120	1,200	21,940
5	10,030	2,000	4,920	8,320	25,270
6	9,150	1,800	3,464	3,450	17,864
1A	2,500	1,000	7,515	-	11,015
2A	3.170	1,690	6,390	1,200	12,450
3A	5,730	1,800	-	2,100	9,630
4A	10,718	2.180	7,085	7,500	27,483
5A	7,644	1,500	6,686	7,800	23,630
6A	9,744	2,090	5,361	8,700	25,895
7A	12,410	2,200	4,900	10,299	29,809
8A	5,540	1,750	4,400	8,270	19,960
9A	6,940	1,030	4,400	4,200	16,570
10A	7,290	1,770	5,040	-	14,100
11A	6,580	2,620	6,760	1,200	17,160
12A	8,920	2,090	5,445	1,200	17,655
13A	7,260	2,290	6,895	1,800	18,245
14A	5,300	1,670	-	3,900	10,870
15A	3,120	980	2,996	3,000	10,096
16A	4,360	790	4,870	1,200	11,220

Vehicular Alleys (Cont'd)

Block No.	10' R.o.W. Paving and Curbing @ $6.00/Sq. Yd. & $1.00/Ln. Ft.	Two 2' Wide Sidewalks @ $6.15/Sq.Yd.	Lighting	Storm Drainage	Total
17A	3,496	790	4,600	1,200	10,086
18A	3,496	790	4,640	1,200	10,126
19A	3,650	790	3,290	3,230	10,960
20A	3,650	790	3,530	600	8,570
21A	4,130	1,090	3,590	2,600	11,410
22A	4,840	1,530	4,950	1,550	12,870
1B	5,030	1,580	6,290	1,200	14,100
2B	4,850	1,500	4,200	20,117	30,667
3B	7,640	2,404	7,150	1,800	18,994
4B	6,940	2,183	6,680	1,800	17,603
5B	4,158	1,340	5,500	8,700	19,698
6B	3,206	504	4,415	1,200	9,325
7B (only partly vehicular)	1,468	861	3,600	8,700	14,629
TOTAL	220,766	53,692	170,442	160,306	605,206
+21%	46,361	11,275	35,793	33,664	127,093
	267,127	64,967	206,235	193,970	732,299

(Average Cost Per Alley - $20,922 or $20,900)

II. Non-Vehicular Alleys (14)

Block No.	10' R.o.W. Paving and Curbing @ $6.00/Sq. Yd. & $1.00/Ln. Ft.	Two 2' Wide Sidewalks @ $6.15/Sq.Yd.	Lighting	Storm Drainage	Total
1A	-	1,100	2,930	1,200	5,230
2A	-	1,100	1,825	1,200	4,125
3A	-	3,350	7,746	2,400	13,496
1B	-	2,200	1,000	1,880	5,080
5B	-	1,095	3,100	1,200	5,395
7B	-	1,095	2,865	1,200	5,160
9B	-	1,480	4,790	4,500	10,770
10B	-	2,730	4,800	3,300	10,830
12B	-	1,030	3,600	9,450	14,080
13B	-	818	1,200	4,000	6,018
14B	-	818	1,220	600	2,638
15B	-	2,287	5,520	10,800	18,607
16B	-	1,950	6,175	1,800	9,925
19B	-	1,030	3,600	5,450	10,080
TOTAL	-	22,083	50,371	48,980	121,434
+21%	-	4,637	10,578	10,286	25,501
		26,720	60,949	59,266	146,935

(Average Cost Per Alley - $10,495 or $10,500)

ITEMIZED DEVELOPMENT COSTS - TREMONT BLOCK

Basic or Minimum Improvements:

1.	Paving 10 ft. Right-of-way[1] 1,060 s.y. @ 6.00/s.y.		$ 6,360
2.	Sidewalks 2' wide 355 s.y. @ 6.15/s.y.		2,180
3.	Lighting Improvements		7,085
4.	Drainage Improvements		7,500
			$ 23,125
		+ 21% contingency	4,800
		Sub-total	$ 27,925

Additional Improvements:
(Parking and related:)

1.	Paving-Parking Areas 600 s.y. @ 6.00/s.y.		$ 3,600
2.	Curbing 800 L.F. @ 1.00/L.F.		800
3.	Ballards (sitting area)	ca.	100
4.	Paving-sitting area, brick 267 s.y. @ 11.00/s.y.		2,937
5.	Benches 20 @ 200. ea.		4,000
6.	(Landscaping) fill, estimated 2' over 24, 144 s.f. 1,785 c.y. @ 1.25/c.y.		2,231
7.	Fine grading and rolling ca. 2,740 s.y. @ .42/s.y.		1,151
8.	Loam, 6" deep over 2,106 s.y. @ .80/s.y.		1,685

[1]Curbing not included here - as cost dependent on parking area. Not a basic improvement where parking provided.

Itemized Development Costs - Tremont Block (Cont'd)

9.	Seeding (incl. fertilizer and limestone) 2,106 s.y. @ approx. .10/s.y.		$ 210
10.	Ground Cover, other than grass	ca.	100
11.	Shrubs (est.)	ca.	150
12.	Ornamental Trees 15 @ 20.00 each		300
13.	(Play Area) Surfacing Play area, tan bark 367 s.y., 6" deep		610
14.	Tot lot equipment		2,000
			$ 19,874
		+ 21% contingency	4,173
		Sub-total	$ 24,047

(Tentative) Refuse Disposal Stations

Fence units 180 L.F. @ 4.00/L.F.		$ 720
	Total Cost of Compr. Improvements	$ 52,692

Figure 3

SUMMARY

ONGOING MAINTENANCE EXPENSES

FOR INNER BLOCK PARKS

Blocks Serviced	Administration	Equipment	Total	Yearly Assessment/Property No Subs.	Yearly Assessment/Property Subsidy[1]	Monthly Assessment/Property No Subs.	Monthly Assessment/Property Subsidy
5	10,000	1,900	11,900	$48.00	$33.50	$4.00	$2.80
10	19,000	2,600	21,600	$43.00	$30.00	$3.50	$2.50
15	30,600	2,800	33,400	$44.00	$30.50	$3.75	$2.50

[1] Subsidy estimated at $700 per alley per year

Figure 4

MAINTENANCE COSTS FOR INNER BLOCK PARKS

Estimated Initial Expenses
(to be subsidized by foundation grant or private donation.)

Trucks and truck related:	
One four wheel drive truck	$3,700
Plow	400
Tool Box	100
Special Equipment	
Lawnmowers	300
Roller	45
Fertilizer spreader	25
Snow blower	250
	$4,820

Ongoing Expenses, first year following transfer to Association

Servicing 5 blocks

I. Administration		
A. Salary of Director $7,000 Portion attributed to this project		$3,000
B. Labor @ 112/man/wk. - 2 men x 26 x 112		5,824
C. Overhead (20%)		1,165
	Sub-total	$9,989
II. Equipment		
A. Truck related:		
Insurance		$1,000
Operating expenses		600
B. Hand Tools		25
C. Expendable Equipment		200
D. Special Equipment		
Operating expenses		30
Allocation for replacement		50
	Sub-total	$1,905
	Total	$11,894
	(Use)	$11,900

Cost per property excluding subsidy:

5 blocks x average 50 properties = 250 shares to be assessed.
$11,900/250 = approx. $48 per year or $4.00 per month

Cost per property including estimated $700. subsidy per alley:

$11,900 - 3,500 = $8,400
$ 8,400/250 = approx. $33.50 per year or $2.80 per month

Ongoing Expenses, (2nd year following transfer of first five blocks)

Servicing 10 blocks

I. Administration

A. Salary of Director (Portion attributed to project)		5,000
B. Labor - @ 112/man/wk. - 4 men x 26 x 112		11,648
C. Overhead		2,330
	Sub-total	18,978

II. Equipment

A. Truck related		
Insurance		1,000
Operating expenses		1,200
B. Hand Tools		50
C. Expendable Equipment		300
D. Special Equipment		
Operating expenses		50
Allocation for replacement		50
	Sub-total	2,650
	Total	21,628
		(Use) 21,600

Cost per property excluding subsidy:

10 blocks x average 50 properties = 500 shares to be assessed.
21,600/500 = approx. $43. per year or $3.50 per month excluding subsidy

Cost per property including estimated $700. subsidy per alley:

21,600 - 7,000 = 14,600
14,600/500 = approx. $30. per year or $2.50 per month with subsidy.

Ongoing Expenses (3rd year following initial transfer)

Servicing 15 blocks

I. Administration

A. Salary of Director			$7,000
B. Labor - @ 112/man/2k. 5 men:	2 x 52 x 112		11,848
	3 x 26 x 112		8,736
C. Overhead (20%)			3,000
		Sub-total	$30,584

Ongoing Expenses (3rd year following initial transfer) (Cont'd)

II. Equipment

A. Truck related		
Insurance		$1,000
Operating Expenses		1,200
B. Hand Tools		50
C. Expendable equipment		400
D. Special equipment		
Operating expenses		75
Allocation for replacement		50
	Sub-total	$2,775
	Total	$33,359
	(Use)	$33,400

Cost per property excluding subsidy:

15 blocks x average 50 properties = 750 properties to be assessed
33,400/750 = approx. $44. per year or $3.75 per month

Cost per property including estimated $700. subsidy per alley:

33,400 - 10,500 = $22,900
22,900/750 = approx. $30.50 per year or $2.50 per month

Figure 5

OPEN SPACE TO BE GAINED FROM
COMPREHENSIVE IMPROVEMENT PROGRAM

Blocks with Vehicular Alleys:

Block	Area	Square Feet
1A	20 x 400	8,000
2A	20 x 400	8,000
3A	20 x 200	4,000
4A	20 x 580	11,600
5A	15 x 400	6,000
6A	20 x 550	11,000
7A	20 x 550	11,000
8A	20 x 350	7,000
11A	20 x 600	12,000
12A	20 x 600	12,000
13A	20 x 400	8,000
14A	150 x 150	22,500
15A	30 x 150	4,500
16A	20 x 250	5,000
17A	20 x 250	5,000
18A	20 x 250	5,000
19A	20 x 250	5,000
20A	20 x 250	5,000
21A	20 x 250	5,000
22A	20 x 250	5,000
		160,600

or 3.68 Acres (Average of .18 per block)

Blocks with Non-Vehicular Alleys

Block	Area	Square Feet
1A	15 x 200	3,000
2A	15 x 200	3,000
3A	20 x 550	11,000
1B	10 x 70	700
5B	15 x 200	3,000
7B	15 x 200	3,000
9B	20 x 270	5,400
10B	15 x 400	6,000
12B	20 x 420	8,400
13B	10 x 350	3,500
14B	10 x 100	1,000
15B	10 x 400	4,000
16B	10 x 500	5,000
19B	10 x 200	2,000
		59,000

or 1.3 Acres

REFUSE DISPOSAL DEMONSTRATION

General Objective: To improve the extremely unsanitary conditions of backyards and alleys.

Specific Objective: To demonstrate improved methods for collection and storage of mixed refuse.

Problems to be dealt with:

1. Resident indifference and carelessness in handling refuse.
2. Difficulty of getting household rubbish to places of storage due to row house characteristics.
3. Difficulty of keeping alley free of litter due to:
   a. Lack of city alley cleaning procedures
   b. Problem of cleaning up litter trapped in dirt, mud, or frozen ground
4. The present system of waste storage in which mixed refuse is placed in cans left in narrow alleys. Cans are easily knocked over and damaged so that tops no longer fit tightly. Dogs get into cans and spread litter.
5. Rodent control problems caused by unsanitary litter conditions.

Program should include:

1. Campaign to increase responsibility on the part of householders for proper handling of refuse.
2. Initiation of alley cleaning procedures on a regular basis.
3. Demonstration of an improved method of refuse storage and collection

Required for Implementation

1. Coordination with at least a minimum inner block development program.
2. Coordination with the Boston Public Works Department.
3. Coordinated effort of private clean up and improvement.
4. Architect's services.
5. Engineer for designing storage assemblage and for working up contract specifications.

Federal Funding Sources

1. Solid Waste Disposal Grant (under 1965 Solid Waste Disposal Act.)
   Coverage: up to 2/3 of cost.
2. Section 314 Demonstration Grants
   a. Purpose: To encourage demonstrations of new activities for the prevention of slums and blight.
   b. Coverage: Up to 2/3 of cost.
   c. Restrictions: Priority for demonstrations expected to be duplicated in urban renewal programs elsewhere.
3. Section 706 - Urban Beautification; Demonstrations
   a. Purpose: To assist activities which demonstrate special value in new and improved methods for urban beautification.
   b. Coverage: Up to 90% of cost.
   c. Restrictions: Only $5,000,000 is allocated for such demonstrations, and could be used up by now.

4. Comprehensive City Demonstration Programs

   a. Purpose: To tackle urban problems on a comprehensive scale.

   b. Coverage: Up to 80% of cost.

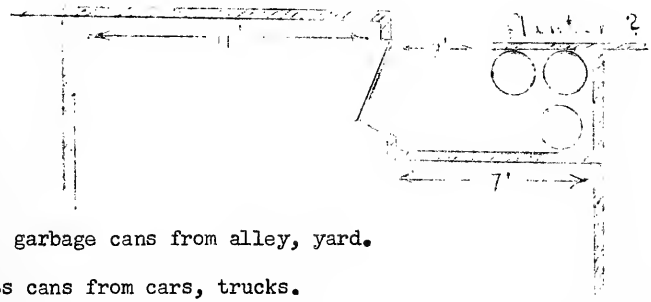
   c. Restrictions: Demonstration must be part of an approved comprehensive program.

Alternative Methods of Refuse Handling

I. Fence Screen Units

Specifications: (per yard)

1. 5' high, 7' long section of fence recessed five feet from rear property line.
2. 5' high section of same fence material 4' long.
3. 5' high section of same fence material 11' to 13' long depending on property dimensions.
4. Gate
5. (optional addition) planter



Advantages

1. Screens garbage cans from alley, yard.
2. Protects cans from cars, trucks.
3. Less expensive than single container system.
4. If agreement can be reached with collectors, saves householder from moving cans into alley.

Disadvantages:

1. Still have litter resulting from transfer of refuse.
2. Still have cans which must be cleaned, replaced periodically.
3. Not completely protected from animals.

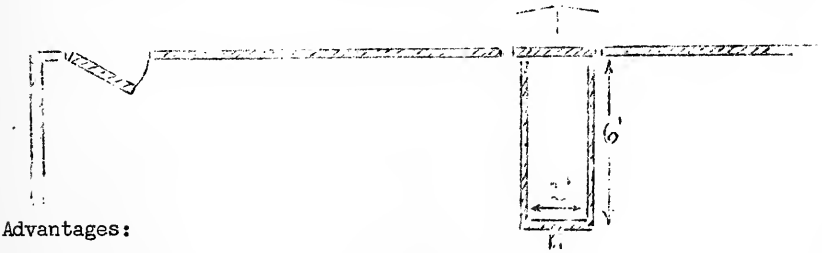
Approximate Cost:

(@ 3.25/L.F.) $23. above cost of fence.

II. Small containers placed within a new fence structure

Specifications:

1. A low bin holding a minimum of 40 cu. ft. straddling the joint property lines.
2. A "shed" to cover the bin.
3. A mechanism by which the bin can be pulled into the alley.
4. An adaption to the truck making it possible to pick up the bin and dump its contents.
5. New fencing to fit new bin scheme and to improve alley appearance



Advantages:

1. Eliminates unsightly barrels and their disadvantages.
2. Container protected from rats and dogs. Won't tip and spill.
3. More efficient than present system: lessens labor by having only to handle one bin instead of its six barrels equivalent. The householder/owner has only to handle refuse once.

Disadvantages:

1. "Bin" needs to be cleaned. Has same disadvantage as metal cans to which damp refuse sticks and freezes in winter.
2. Requires adaptations to trucks (unlike bags).
3. Requires transfer from house containers to bin.

Approximate Cost:

Area of $150.00

III. Use of "Papercan" bags. (can be kept in the dwelling unit or outdoors).

Specifications:

1. Commercially produced, water and grease resistant Kraft paper bags holding 50 lbs. or 30 gals of dry or moist refuse.
2. Indoor wall mount, or protective shield and stand.

Advantages:

1. Eliminates cans and barrels completely - no empty cans to be put back in place, no cleaning of cans, no replacing damaged cans.
2. Reduces litter - can be closed tightly.
3. Reduces odors (closed) and consequent animal and insect attraction.
4. Neat appearance prior to collection.
5. Lighter than cans - an advantage to residents and collectors.
6. Decreases collection time (by approx. 25%) as nothing must be replaced.
7. Collection quiet
8. Possible to use open trucks (less expensive).

Approximate Cost:

Of bags: (at 2 per family per week) .14[1] x 104 = $14.56 per family per year.

Of Stand: approximately $8.00

IV. Use of Plastic Liners

Specifications:

1. Commercially produced clear or frosted polyethylene bags holding 60 lbs. liquid.
2. Standard garbage cans to support liners.

Advantages:

(Similar to those of paper bags:) reduces litter, odors, etc. Also lightweight, neat in appearance. Bags can be left for collectors so cans don't have to be moved.

In comparison to paper bags:

1. More resistant to rodents
2. More weatherproof

Disadvantages:

1. Presence of garbage cans holding liners somewhat less neat than paper bags and their holders.
2. May be subject to puncture more than paper bags.

Approximate Cost:

Of liners: (At 3 per family per week) .07 x 156 = $10.92per family per year.

Of Cans: About $9.00 per family per year.

[1] This may be high, as a recent contract between St. Regis Paper Co. and Barrington, R.I. was made at a price of $9.00 per hundred bags.

Exhibit B

C O P Y

TO: Marcia McMahon

FROM: William Weismantel

DATE: January 5, 1967

SUBJECT: ZONING FOR COMMON PARKING AND COMMON OPEN SPACE WITHIN BLOCK INTERIORS

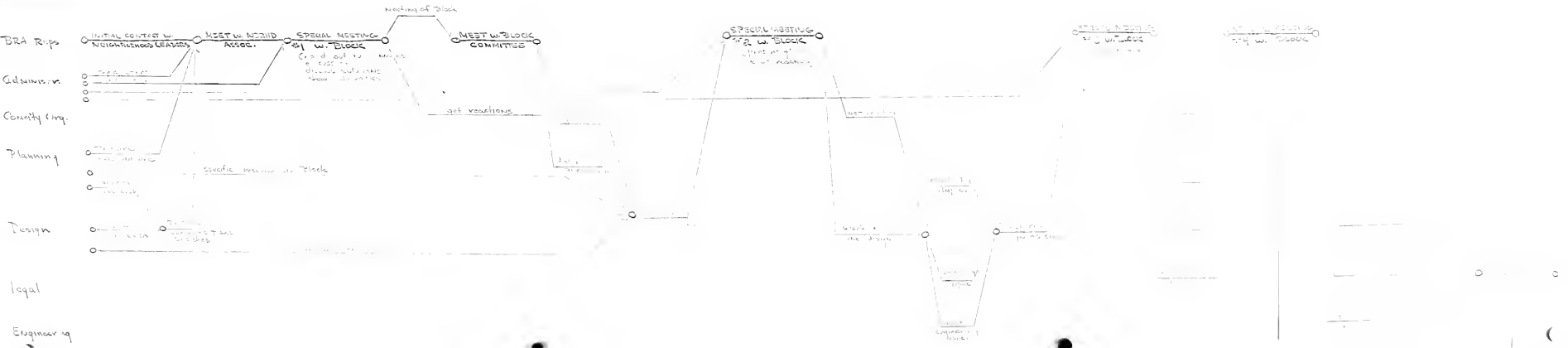
SUMMARY. The schemes shown on July 1965 drawing by G. Stephen entitled DEVELOPMENT OF INTERIOR SPACE, etc. would require zoning variances by the Board of Appeal, under the present code. These variances would almost surely be granted, as BRA sponsored changes usually are. Attached is a possible zoning code amendment permitting common open space or common parking in a required rear yard so that such developments of interior spaces would not require Board of Appeal action.

Analysis under present code. Assume typical lost is 90'x20', having 10' front yard, 40' deep building (5 stories) and 40' rear yard, zoned H-3. Required rear yard is 25' (Sections 13-1, 13-2 and 20-8). If common development were to take part of rear yard, a variance by the Board of Appeal would be required. Generally no other variance would be required. Open Space per dwelling units, Section 13-1, would be 500 square feet for such a structure, which requires the front yard (20x10) and 15' of rear yard (20x15). If after the Interior development were built a building owner wanted to convert from a one unit to a four unit or from a two, three or four unit to a five unit structure, his required parking would be only 1.8 spaces (3x6) or less. Section 23-6(b) declares that off-street parking is not required where only two parking spaces are needed. I assume adoption of a proposed section 23-6(e) now before the Zoning Commission which will provide: "If a structure existing when this code takes affect is altered or extended so as to increase its gross floor area or number of dwelling units, only the additional gross floor area and additional dwelling units shall be counted in computing the off-street parking spaces required."

Proposed Code Amendment. Proposed Section 13-5. Interior of Block Common Space. Common open space or common off-street parking for the use of residents of a block within any S, R, H-1, H-2 or H-3 district may be constructed within the required rear yards of any lot on such block and may occupy open space per dwelling unit and required for floor area ratio, or space which would otherwise be required for off-street parking on such lot.

Exhibit C

Flow Chart of Procedures



MASS. FOUNDATIONS

GROUP I - Grants $200,000 and over

	Assets	Grants
Cabot-Saltonstall Charitable Trust -broad charitable purposes	1,063,032	207,094
The Daniels (Fred H.) Foundation, Inc. -broad purposes	3,565,470	348,472
Danielsen Fund, Inc. -gifts for general charitable purposes	408,710	680,827
Hyams (Godfrey M.) Trust -specifically includes support of neighborhood social centers and recreation	16,081.892	1,192,704
Permanent Charity Fund, Inc. -primarily for private health & welfare agencies, but is "willing to consider any request for a grant which promises to make a significant contribution to the welfare, broadly defined, of the local community	41,991,901	1,964,473
Potter (Marion S.) Charitable Trust -broad charitable purposes	3,584,035	352,764
The Sonnabend Foundation -broad purposes	950,652	221,271
Schrafft (William E. & Bertha) Charitable Trust -primarily to hospitals & community funds	2,671,431	657,000
The Webster (Edwin S.) Foundation -general giving	3,010,858	249,100

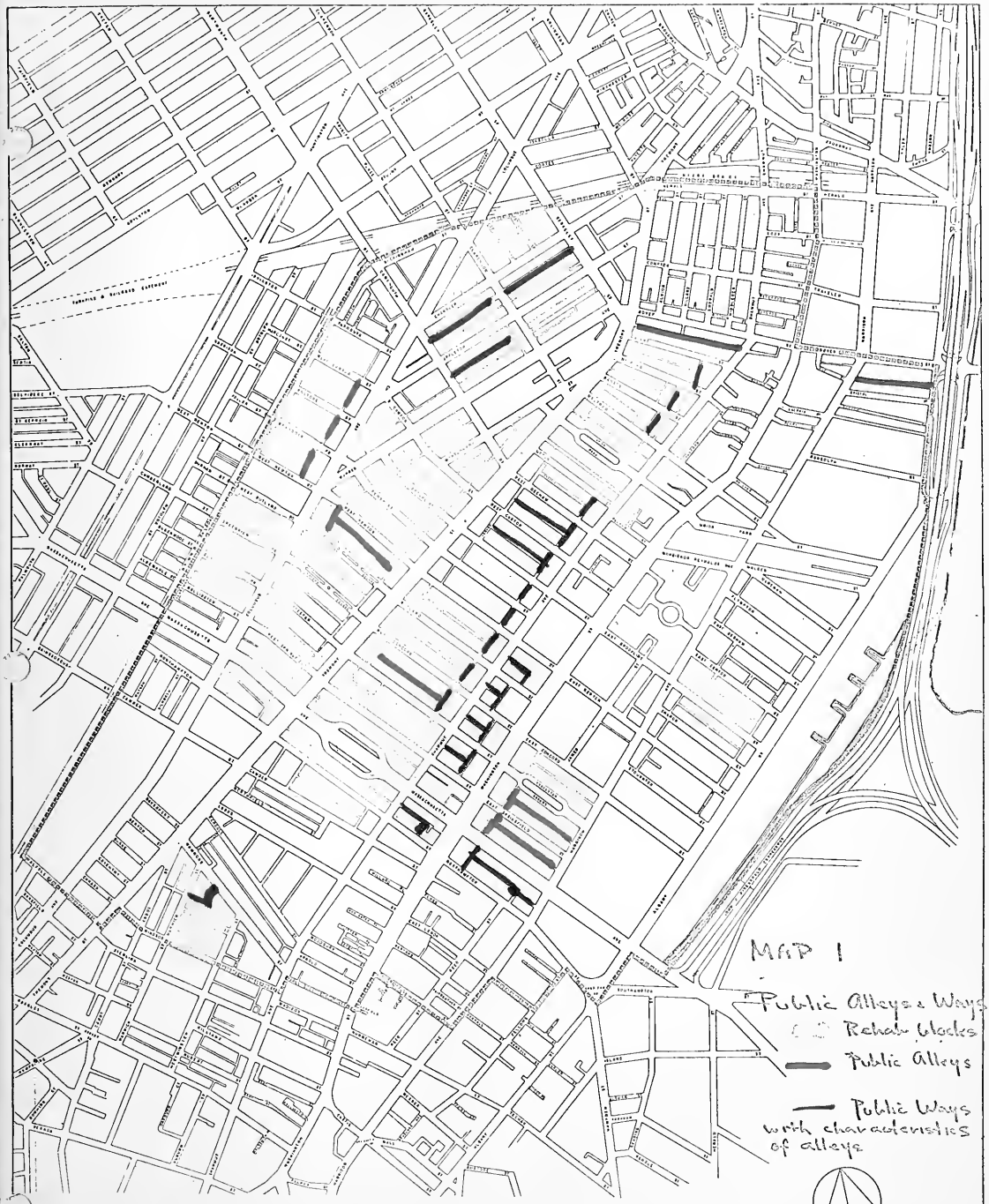
GROUP II - Grants $100,000 - 200,000

The Beveridge (Frank S.) Foundation, Inc. -religious, charitable, science, literature - (educational uses)	3,901,491	153,050
Filene (Lincoln & Therese) Foundation, Inc. -charitable, science, educational and investigation of economic distress	1,321,302	100,069

MASS. FOUNDATIONS (Cont'd)

	Assets	Grants
The Gillette Charitable and Educational Foundation -broad purposes	1,963,219	145,045
Moses (Horace A.) Foundation, Inc. -broad purposes	3,570,752	113,752
The Parker (Theodore E.) Foundation -broad charitable purposes	3,292,746	124,900
The Stoddard Charitable Trust -broad purposes	2,959,485	107,000
GROUP III - Grants $50,000 - 100,000		
Cabot (Godfrey L.) Charitable Trust -broad purposes	1,143,025	63,500
Concordia Foundation -broad purposes and charities	2,099,677	85,000
Fuller (Geo. F. & Sybil H.) Foundation -broad charitable purposes	2,572,118	71,418
Grossman Family Trust -broad purposes	1,021,421	77,152
Harrington (Charles A.) Foundation -broad purposes	1,150,598	81,325
Sagamore Foundation -includes some community services	1,166,312	66,305

In addition, the Ford, Carnegie, White and Hayden Funds should be investigated.



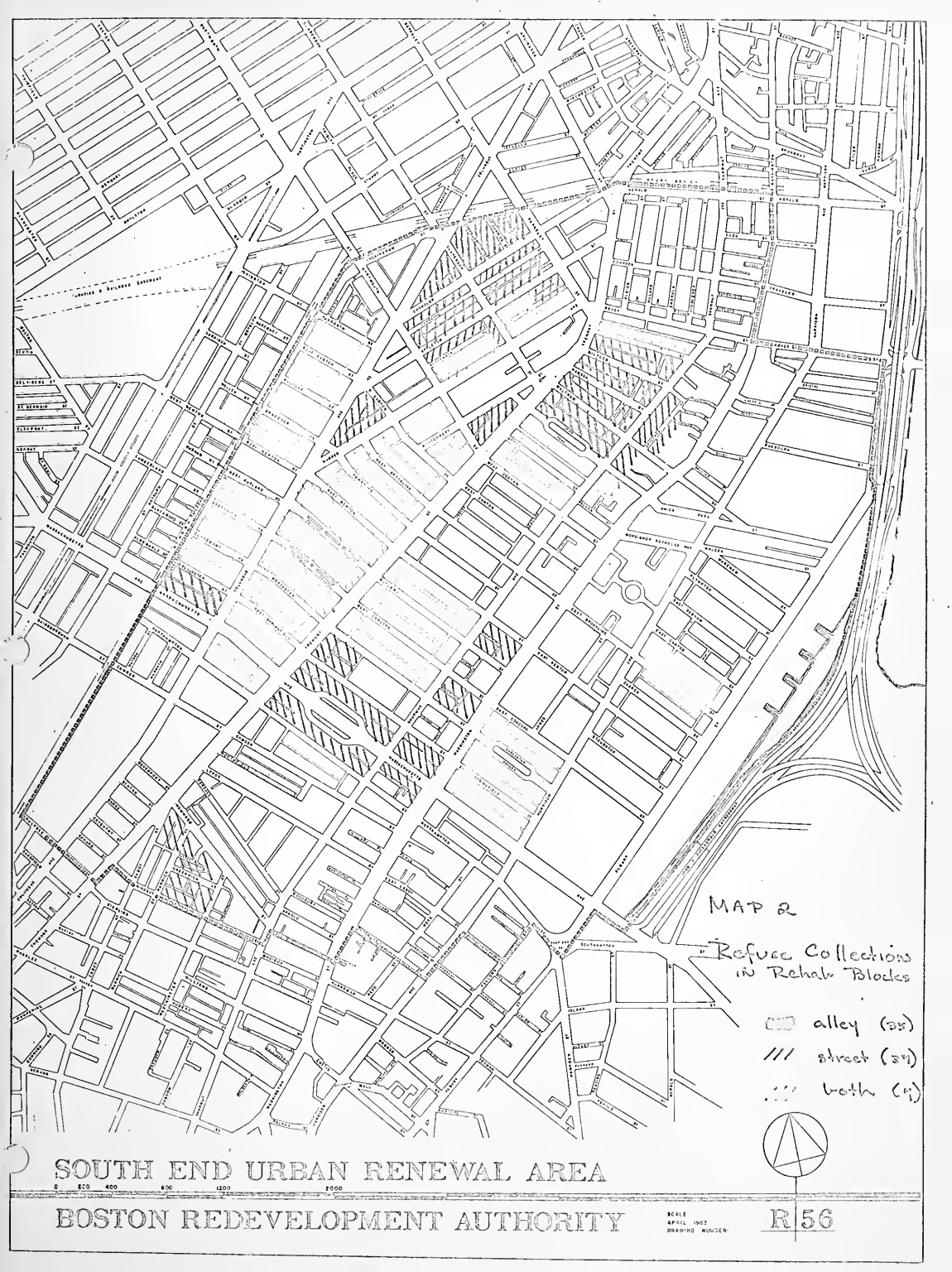
SOUTH END URBAN RENEWAL AREA

0 200 400 600 1200 2000

BOSTON REDEVELOPMENT AUTHORITY

SCALE
APRIL 1952
DRAWING NUMBER

R 56


MAP 2
Refuse Collections in Rehab Blocks
alley (35)
street (34)
both (4)
SOUTH END URBAN RENEWAL AREA
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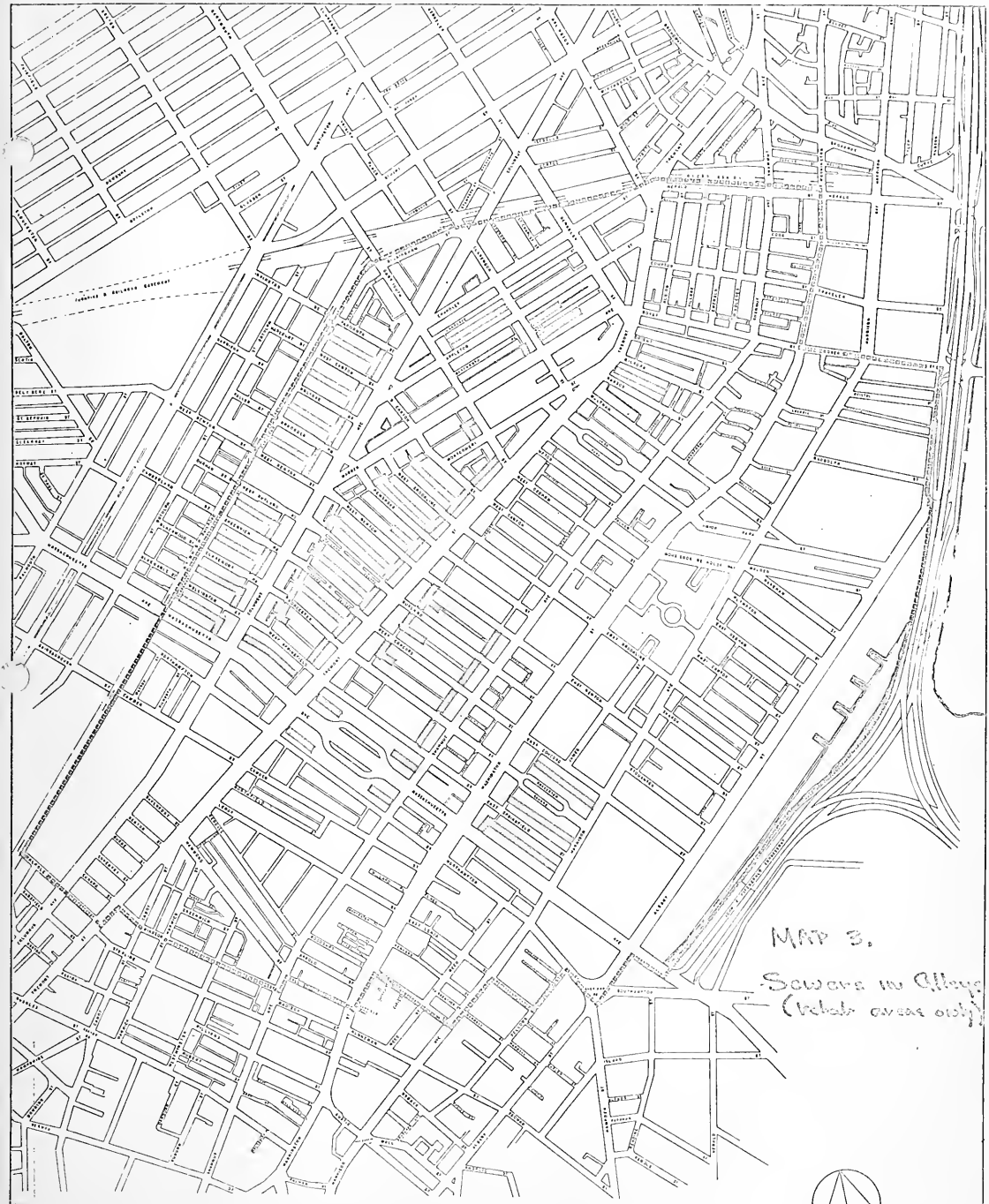
BOSTON REDEVELOPMENT AUTHORITY
SCALE
APRIL 1962
DRAWING NUMBER
R 56



SOUTH END URBAN RENEWAL AREA

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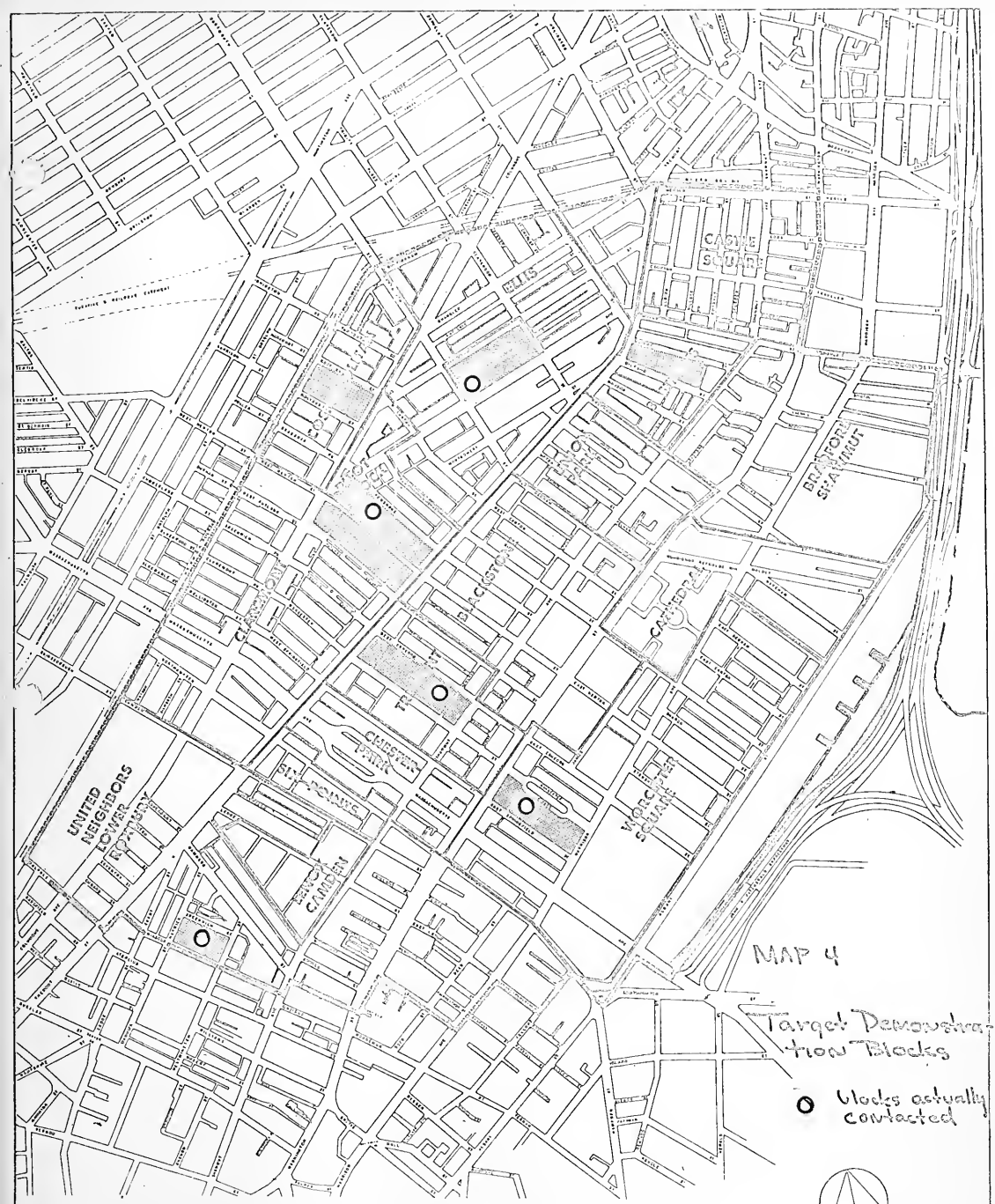
BOSTON REDEVELOPMENT AUTHORITY

SCALE
APRIL 1962
DRAWING NUMBER

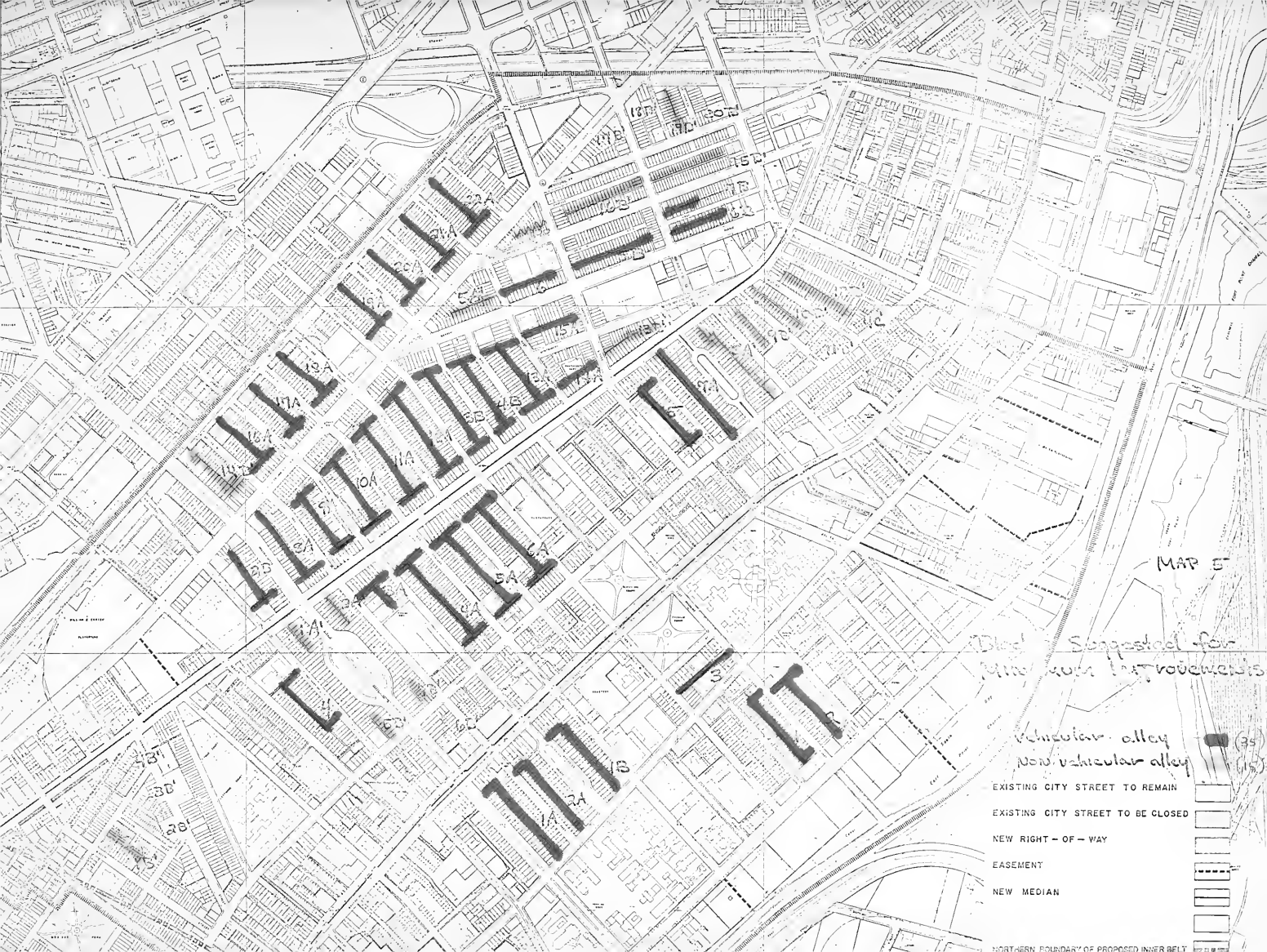
R-56

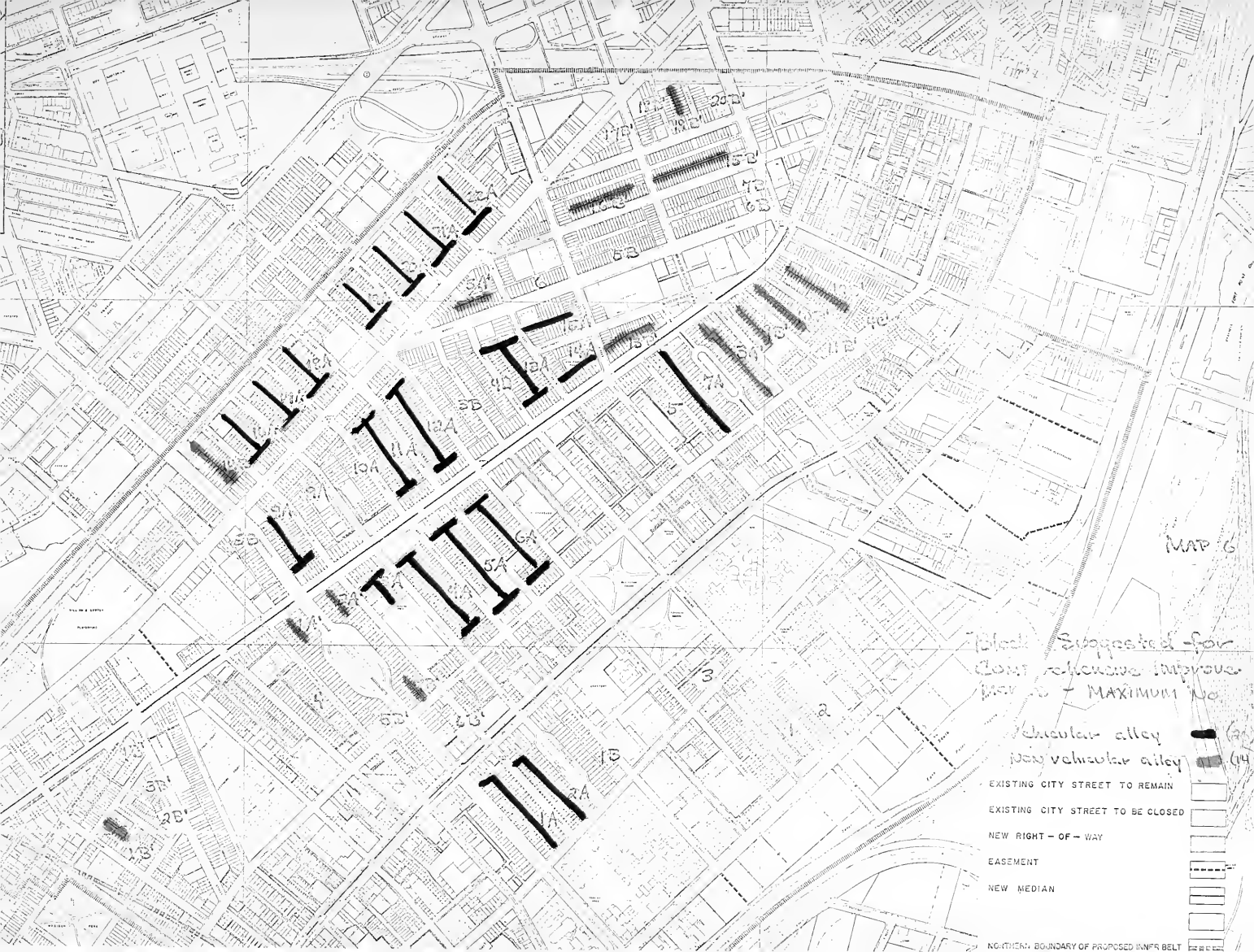


SOUTH END URBAN RENEWAL AREA

BOSTON REDEVELOPMENT AUTHORITY

R 56


MAP 5
Blocks Suggested for Improvements
Vehicular alley (35')
Non-vehicular alley (15')
EXISTING CITY STREET TO REMAIN
EXISTING CITY STREET TO BE CLOSED
NEW RIGHT-OF-WAY
EASEMENT
NEW MEDIAN
NORTHERN BOUNDARY OF PROPOSED INNER BELT


MAP 6
Vehicular alley
Non vehicular alley
EXISTING CITY STREET TO REMAIN
EXISTING CITY STREET TO BE CLOSED
NEW RIGHT – OF – WAY
EASEMENT
NEW MEDIAN
NORTHERN BOUNDARY OF PROPOSED INNER BELT